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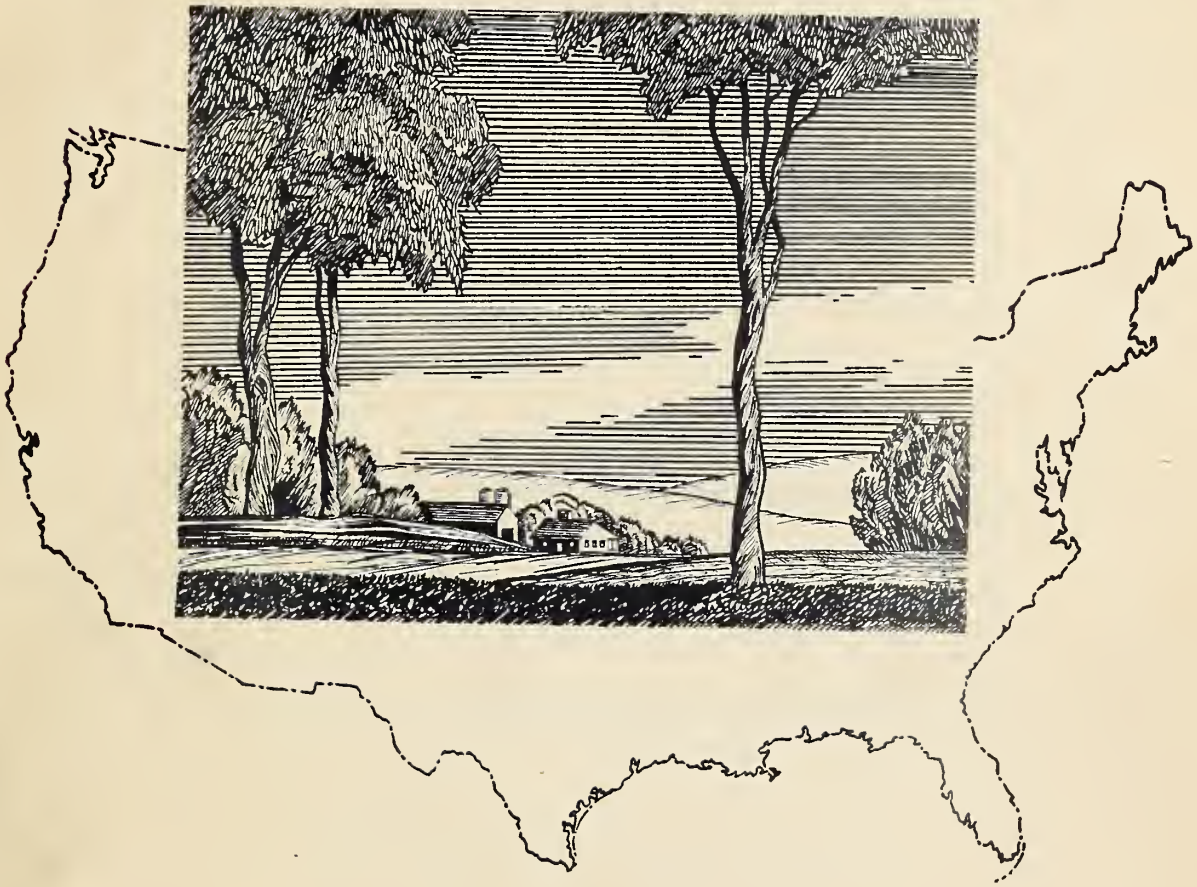

U. S. DEPARTMENT OF AGRICULTURE

RESETTLEMENT ADMINISTRATION

LAND USE PLANNING SECTION

WASHINGTON, D.C.

JUNE 1937

LAND POLICY CIRCULAR

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The LAND POLICY CIRCULAR is issued by the Division of Land Utilization, Resettlement Administration, in cooperation with the Division of Land Economics of the Bureau of Agricultural Economics. Its purpose is to provide technical information in the field of land economics to assist the staff members of the Resettlement Administration and its cooperating agencies and other interested groups to keep in touch with current developments bearing upon their work. Its pages will serve as a clearing house for information concerning local, State, and Federal land planning activities and research.

Policies and programs reported or described in this CIRCULAR do not, unless specifically so stated, represent the official views of the Resettlement Administration or other branches of the United States Department of Agriculture.

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THIS MONTH

Of particular interest to those who have followed the progress of land use programs during the past two years is the recent appointment by Secretary Wallace of a regional coordinator for the Department of Agriculture in the Southern High Plains. The man selected to carry out this first major assignment in coordinating land use programs is Roy I. Kimmel, formerly assistant Regional Director for the Resettlement Administration at Amarillo, Texas.

In his capacity as coordinator for the Southern High Plains region, Mr. Kimmel will be responsible directly to Under-Secretary Wilson. Various branches of the Department operating in this region are cooperating in this program, principally the Agricultural Adjustment Administration, the Extension Service, the Resettlement Administration, and the Soil Conservation Service.

Extensive development of various programs of agricultural rehabilitation and improvement have vastly increased the possibilities of helping the American farmers obtain a higher and more stable standard of living. Yet the farther these programs have progressed, the clearer has become the realization that new unities of thought and action must be established in order to integrate activities which are necessarily very closely related. The unity established in this case, as a focal point for land use adjustment programs, is the Southern Plains, a region characterized by basically similar land conditions; the problem is the combating of wind erosion and the development of a stable type of agriculture suited to the natural conditions of the area; the strategy in achieving the objective is to utilize all the resources of the Department of Agriculture in a common attack on all fronts.

The position of coordinator may be likened to that of a field captain or quarterback whose duty it is to see that the attack functions smoothly together, and that every important place on the field is covered. For such a position Mr. Kimmel has an admirable background. He is a native of the region, and in 1935 was instrumental in organizing the Resettlement's Region XII. Later he was a member of the Southern Great Plains Advisory Committee on Land Use Practices, in addition to his work with the Resettlement Administration at Amarillo. The editors hope to have Mr. Kimmel discuss his important job himself in a later issue of the LAND POLICY CIRCULAR.

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NEWS NOTES

President Asks Seven New Regional Conservation Agencies

In a message on June 3, President Roosevelt asked Congress to authorize a long-term, nation-wide conservation program to be carried out with the aid of seven regional bodies. Simultaneously, two bills relating to conservation and national planning were introduced in Congress, one by Senator Norris of Nebraska, which would establish regional conservation authorities comparable with the TVA; the other by Representative Mansfield of Texas, which would limit the regional bodies to planning activities, all administrative activities to be left with other Federal departments, a separate authority being set up to carry out hydro-electric power programs.

In his message the President reviewed briefly some of the repeated warnings of Nature through dust storms, floods and droughts. "Taking care of our natural estate, together with the stopping of existing waste and building it back to a higher productivity is a national problem. At last we have undertaken a national policy", he said.

Urging decentralization and getting away from direction from Washington, he explained that national planning should start with the problems of townships, counties and States; that regional divisions made for carrying out resource conservation porgrams must be flexible, and that in establishing a region for one type of comprehensive program, parts or all of the same area may be included in a different region for another type of program, "with the result of a Federal system, as it were, of programs and administrative areas for solution of basically different yet interrelated problems..."

To carry out a plan for conservation and flood control, the President believes seven regional authorities or agencies most feasible. These would include roughly one for the Atlantic Seaboard; a second for the Great Lakes and Ohio Valley; a third for the drainage basin of the Tennessee and Cumberland Rivers; a fourth, the drainage basins of the Missouri and the Red River of the north; fifth, the drainage basins of Arkansas, Red and Rio Grande Rivers; sixth, the basins of the Colorado River and the rivers flowing into the Pacific south of the California-Oregon line; and a seventh, for the Columbia River basin. The Mississippi River Commission would be left undisturbed.

The work of these regional bodies would consist primarily

in developing integrated plans to conserve and safeguard the prudent use of water, waterpower, soils, forests and other resources of the areas entrusted to them. Such bodies would also provide useful information and a mechanism through which other governmental agencies could integrate their related programs.

"This proposal is in the interest of economy and the prevention of overlapping or one-sided development", the President explained. "It leaves the Congress wholly free to determine what shall be undertaken, and provides the Congress with a complete picture not only of the needs of each one of the regions, but of the relationship of each of the regions to the whole of the nation."

"One-Family" Towns Abolished in Vermont

The Vermont legislature, but recently adjourned, abolished the town governments of Somerset and Glastonbury. Both will hereafter be administered by their respective counties as "unorganized" communities.

Each town in Vermont (town corresponding rather closely to townships in the West and Middle West) regardless of its population, has a member in the House of Representatives of that State. The towns of Glastonbury and Somerset, with seven and twenty inhabitants respectively, have each had as much representation in the House as towns of much greater population, such as Burlington with a population of 25,000. Both towns consist almost entirely of forest lands.

These two towns constituted extreme examples of the so-called "one-family" town, one family in each town having enough members to dominate the vote at the polls, fill all the usual public town offices, set the tax rate, pay themselves salaries, receive and expend State aid funds, and in general control town affairs.

County Consolidation in Montana Now Possible

In conformity with the constitutional amendment passed in November 1936, the Montana Legislature has recently passed an act setting up the machinery for consolidating two or more counties by consent of the people. Under this act, if those people residing in a county desire its abandonment, a petition must be circulated and signed by 35 percent of the voters. No withdrawals of signatures

are thereafter permitted. Elections are then held both in the county to be abandoned and in the county with which it is to be consolidated.

Chariton River (Iowa) Basin Demonstration Area Work to Begin

Several Federal agencies have been asked to join in discussions with the Iowa Planning Board and other State departments in formulating plans for the development of the Chariton River Basin Demonstration Area in Iowa, the objective of which is to attain "the greatest benefit of all State and Federal programs now operating toward the improvements of agriculture, the rehabilitation of rundown areas, the establishment of better living conditions and greater educational and sociological advantages for the people of the State and nation."1/

The demonstration project as proposed by the Planning Board would involve the coordinated efforts of all agencies, and anticipates a long-time effort (10-25 years) with inventories and analyses made every 3-5 years. The area was selected after much study, and includes the counties of Appanoose, Wayne, Decatur, Clarke, Lucas and Monroe. Data concerning flood and erosion control, irrigation possibilities, forestry and marginal land will be of particular importance in formulating future land-use programs and policies.

Dr. A.C. Trowbridge, State Geologist, is chairman of the general committee; B.W. Lodwick, State Director of Rural Rehabilitation, Resettlement Administration, served as chairman of a subcommittee.

All interested agencies will be invited to participate in the consultative and administrative phases of the demonstration.

AAA Plans to Map 350,000 Square Miles of Farm Land from the Air

Aerial mapping has proved a relatively cheap and improved method of determining performance under the conservation program, and will be used on an extensive scale this year, according to recent information from the AAA. The total area to be mapped in 1937 will approximate 350,000 square miles in 34 States.

1/ Iowa Planning News. 2(4) 5. April 1937.

Large areas have previously been mapped by the AAA and other agencies; these, together with the mapping to be done this year, should give the AAA aerial maps of more than half a million square miles, mostly farm land. The total farm land area in the United States is approximately 1,650,000 square miles.

The use of aerial maps to make permanent records of each farm was inaugurated by the AAA in 1934. Accuracy in correct measuring of farm land of farmers participating in the Agricultural Conservation Program is imperative since payments to farmers are based on the acres measured. Many methods have been used, and while satisfactory as to measurements, they are expensive and slow. Aerial photographs have been demonstrated to be approximately as accurate and considerably cheaper, and to provide a record which can be used from year to year for a large number of farms without the necessity for remapping. This method also virtually eliminates errors not caught by previous measurements, and eliminates dissatisfaction between neighbors whose farms have been measured by different methods. The "picture map" is also of assistance to farmers in planning a farm program and in laying out fields.

New England Regional Planning Commission Publishes Report on Rural Zoning

A brief monograph entitled, RURAL ZONING 1/ has just been issued by the New England Regional Planning Commission as "a basis for discussion and study of rural land use problems, and a possible approach to the solution of those problems."

In the letter of transmittal, Joseph T. Woodruff, Consultant, observes that "one objective of the New England Regional Planning Commission is the development of a program for better land utilization in New England...Since more than 90 percent of the area of New England is rural in character and unzoned, and more than 90 percent of the urban areas are zoned under existing enabling legislation, it is pertinent to investigate ways and means of rural zoning in other parts of this country, and submit our findings for application, where practicable, to New England conditions."

Accordingly, zoning history, economic reasons for rural zoning, short sections on rural zoning in Wisconsin, and the Wisconsin zoning enabling legislation are followed by short chapters

1/ RURAL ZONING: A Monograph. Publication No. 49, April 1937, New England Regional Planning Commission, 2100 Federal Building, Boston, Massachusetts. (75 pp. mimeo.)

on rural problems in the States of Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, and Connecticut. The chapter on Maine alone goes into some detail, the others giving mere sketches of the problems.

Illustrations, charts, and appendix material are included in the report, to which several field staff members of the Land Use Planning Section, Resettlement Administration, contributed.

Extension Conference for Western States held at Spokane

A Regional Extension Conference for the Western States was held at the Davenport Hotel, Spokane, Washington May 24-27. One of the conference topics for discussion was "Range Management and Range Livestock", on which several papers of interest in the field of land utilization were read:

Range Conservation and Soil Erosion - H.H. Bennett
Conservation of Human Resources and Rural Rehabilitation - Mrs. Rena B. Maycock
Range Conservation and Agricultural Adjustment - George E. Farrell
Range Conservation and Reclamation - John C. Page
Range Livestock Industry and Land Conservation - Rex E. Willard 1/
Range Conservation and Irrigation - W.W. McLaughlin
Range Conservation and the National Forest - Walter L. Dutton
Range Conservation and Farm Credit - R.B. Tootell

Accomplishments of the Regional Range Program for individual Western States were reviewed during several sessions, and delegates to several meetings discussed the conference topic, "Home Demonstration Supervision". Following the sessions, tours to the State College campuses of Washington and Idaho, and to the Grand Coulee Dam were arranged for visitors.

Shifts in Resettlement Personnel

D.P. Trent, formerly Regional Director of the Resettlement Administration in Region VIII at Dallas, Texas, has been

1/ Copies may be secured from Land Use Planning Section, Resettlement Administration, U.S. Dept. of Agriculture, Washington, D.C.

called to Washington to serve as a special assistant to the Administrator on matters of farm tenancy. Mr. Trent is being succeeded by Paul V. Maris, who has been appointed Acting Regional Director of Region VIII.

Millard Peck of the Land Utilization Division of the Resettlement Administration at Washington, has been detailed to the Regional Office at New Haven, Connecticut, to take charge of the Land Utilization Division in Region I.

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NEW PUBLICATION DISCUSSES COMPENSATION AS A MEANS OF IMPROVING THE FARM TENANCY SYSTEM

In its recommendations for action, the President's Special Committee on Farm Tenancy recently recommended that State legislatures give consideration to legislation which would require that the landlord compensate the tenant for unexhausted improvements effected by him and for unreasonable termination of his lease, and that the tenant compensate the landlord for any deterioration to the property during his occupancy and for undue evacuation of the farm. Compensation as a means of improving the farm tenancy system in the United States has also been advocated by practically all recent students of the tenancy system. It has been used successfully by leading landlords and tenants in this country and in several foreign countries. Both in this country and abroad where compensation is included in the leasing agreements or made compulsory by State Statutes, the relationship between landlords and tenants are amicable, profitable, and conservative. A study of the underlying principles of compensation and the manner in which it will improve landlord and tenant relations has been issued as a Land Use Planning Publication. 1/

Based upon compensation provisions in leasing agreements in this country and upon the older and wider experiences of landlords and tenants of foreign countries, compensation may be divided into three categories and defined as follows: (a) compensation for improvements, which refers to the payment made by the landlord or by the incoming tenant to the outgoing tenant for the unexhausted value of the improvements which the outgoing tenant made during his occupancy of the farm, or for which he compensated the previous tenant with the consent of the landlord; (b) compensation for deterioration, which refers to the payment made by the tenant to the landlord for any damage, deterioration, or dilapidation which the tenant may have committed or permitted during his occupancy of the farm; (c) compensation for disturbance which refers to the payment to the landlord or to the tenant for any damage or loss which may be caused by an undue termination of the lease or an unreasonable refusal to renew the lease.

The basic philosophy underlying compensation is mutuality. Mutual advantage is given and mutual responsibility is required. The main objective of compensation is to place the tenant-

1/ COMPENSATION AS A MEANS OF IMPROVING THE FARM TENANCY SYSTEM. Marshall Harris. Land Use Planning Publication No. 14, Feb. 1937. Copies may be secured by addressing Land Use Planning Section, Resettlement Administration, U.S.D.A., Washington, D.C.

operator, with reference to the organization and management of the farm, the improvement of the farm home, and participation in the activities of the community, in a position as similar to that of an owner-operator as is reasonably possible.

The Federal government cannot legislate with reference to compensation, owing to the lack of power to regulate landlord and tenant relations within the several States. The State legislatures have power, however, to regulate any landlord and tenant relationship with reference to any matter which is affected with a public interest. The major responsibility of improving the farm tenancy system by compensation, therefore, rests upon the State legislatures. It may be possible for the agricultural colleges and experiment stations to perform important services by prosecuting an extensive educational program for the inclusion of compensation in leasing agreements. Professional farm managers also have an excellent opportunity to develop ideal leases through expanding their use of compensation provisions. Agricultural teachers in rural high schools may also find the subject of compensation an appropriate and interesting addition to their course of study. When acting in an advisory capacity to State officials and lawmakers, the State departments of agriculture may well take the opportunity of recommending legislation in this regard.

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DEVELOPMENT OF LAND USE ADJUSTMENT PROJECTS

By
W.M. Russell

For the past eighteen months, the Land Utilization Division of the Resettlement Administration has been carrying on a land acquisition and development program on 94 agricultural adjustment projects scattered throughout the country in 41 of the 48 States. These 94 projects are in addition to the 109 special use projects for which the land acquisition work has been handled by the Land Utilization Division, but which are now being developed by three cooperating agencies, namely: the Bureau of Biological Survey, the National Park Service and the Office of Indian Affairs.

More than 9,000,000 acres of submarginal land are included in the acquisition and development program of the LU Division. This land is being purchased in selected areas unsuited to farming, and is being developed for a variety of uses in order to correct economic maladjustments in land use, and to make the misused areas serve a more beneficial purpose.

The general land development work on a large percentage of the 94 projects may be said to be of the multiple-use type. For example, in the eastern half of the United States, development of lands unsuited to crop farming is directed towards non-agricultural uses. A large amount of forest improvement, including reforestation of cut-over tracts and abandoned crop land, is being carried on. These forest areas are, however, also being developed for other uses in accordance with land use planning programs. On a majority of these areas recreational use of the land is being given prominent consideration, and wildlife developments are prominently emphasized.

In the Great Plains and Inter-Mountain area, development of the lands being purchased in the Land Utilization program is being directed primarily towards the improvement of range facilities for livestock grazing. Farms too small for efficient operation, arid lands on which arable farming has proved unsuccessful, and abandoned tracts over which no management has been exercised, are being thrown together and improved as large grazing areas which will be managed by public or cooperative agencies.

Mr. Russell is Chief of the Project Development Section, Division of Land Utilization, Resettlement Administration U.S.D.A., Wash., D.C.

A brief summary of some of the work which has been undertaken during the period November 1935 through April 1937 will give an indication of the varied improvements which are being undertaken on these 94 projects. More than 100,000 check dams have been built to control water run-off and to check erosion. Nearly 382,000 acres of forest land have been improved. Approximately 73,000,000 forest trees have been planted. Roads and truck trails on these projects, if strung out in a line, would reach across the continent -- more than 3,000 miles. The public will find available on these projects more than 7,200 acres of camping and picnic grounds. Thirty-five fish ponds and hatcheries have been developed, and approximately 18,000 acres have been subjected to biological conditioning for the purpose of improving wildlife environment. These figures give but a small indication of the total amount of work carried out on these projects, the cost of which from November 1935 through April 1937 has been nearly $34,000,000.

As is generally known, the labor for the land development program has been provided through the Works Progress Administration. Included among those who have found employment in this program is a large number of clients whose land has been bought by the government under this program.

In a notable number of instances it has been interesting to see the efficiency with which the land development work has proceeded with the use of relief labor. To be sure, there have been certain handicaps, most of which arose from conditions imposed by the very nature of the work relief program. In the northern projects work was handicapped during winter months by unfavorable weather which diminished the efficiency of the men who continued to be employed. The limitations upon the number of working hours per month which prevailed throughout the work relief program slowed down the progress of work to a certain extent. Finally in some cases the labor obtainable through the work relief program was not as efficient as would have been the case had it been possible to select workmen from non-relief groups.

On the other hand, the cost records of several individual jobs indicate that a relatively high efficiency of relief labor has been obtained on many projects. In Oklahoma several large dams are under construction. The cost records of one of these earth dams which is approximately 60 percent completed indicate that the unit cost per cubic yard of earth fill is right in line with the unit cost per cubic yard on two similar dams in the same locality based on figures submitted by twelve competing contractors on a contract basis. The unit cost records on dams still under construction in Indiana also compare very favorably with current unit costs under the contract system.

Most of the land which is being purchased in this program has been for some time economically unproductive due to the fact that it was for various reasons being utilized for purposes to which it was neither naturally nor economically suited. Development of these areas will result in many of these land use adjustment projects becoming self-liquidating. The sale of timber products, logging permits, turpentine leases, grazing fees, hunting and fishing privileges, the renting of cabins and camps for recreational use, are among the sources of revenue which these projects should produce when development work has been completed.

Characteristic of the land development work in the Great Plains area is that being undertaken on the Milk River Project in Phillips, Valley, and Blaine Counties, Montana. Nearly 1,000,000 acres of land are being placed in public ownership and control in this area. The objective of the development work here is to convert over-grazed pasture and abandoned farm lands into productive range capable of serving as the basis for permanent and stabilized livestock operations. Grass is being restored on the land both by giving it a period of rest in which to recuperate itself, and also by reseeding areas where destruction of the grass has been most serious. Improvement of water facilities also plays an important part. A large number of check dams and stock reservoirs are being built in order to conserve the small amounts of rainfall, and to distribute the water supplies for cattle throughout the area in a way which will promote its best use. Buildings which cannot serve any purpose in the new use of the land have been obliterated, and fences have been changed in line with the new pattern of use for the area. It is expected that the grazing rights on this improved range area, when the development work has been completed, will be valued at approximately $40,000 a year.

On the Sandhills Project in Richmond, Scotland, and Moore Counties, North Carolina, one of the largest land utilization projects in the eastern part of the United States, somewhat different types of development work are being undertaken. Because of the need for forest tree stock to restore this sandy area to forest cover, a forest tree nursery was one of the first things to be developed on the Sandhills project. During the past year this nursery has furnished approximately 13,000,000 seedlings which have been used not only on the Sandhills project itself, but in other Southern regions where similar conditions prevail. This forest tree nursery is being increased in productive capacity, and it is expected to produce about 40,000,000 seedlings annually, thus furnishing a large supply for the Land Utilization Reforestation program throughout the Southeast.

Wildlife development is also receiving considerable

emphasis on the Sandhills project. A fish hatchery has been established to provide fish for the restocking of streams and lakes in the project area and to furnish brood stock for other projects in the Southeast. Protective cover for upland game, as well as food crops for game birds is being introduced into the project area. Recreational facilities on this project include the development of lakes, and the building of trails, camping areas and picnic grounds.

While the Land Utilization projects of the Land Utilization Division have not been established primarily as flood control measures, nevertheless water conservation is being achieved by retarding the rate of surface run-off, increasing percolation into the soil and to a lesser degree by impounding streams and storm water run-off.

Much work has been done on Land Utilization projects which increases percolation of waters into the ground. Thousands of miles of contour ditches have been made, terracing has been applied to many tracts and reforestation has usually been a major objective on all projects in the natural forest areas. All of these activities will both increase percolation and retard the rate of run-off of surface water. In one comparatively small project in South Dakota alone, sixteen miles of contour ditches are being made to hold the rainwater where it falls, and cause it to seep into the soil.

In the range projects, grazing is being controlled to eliminate over-grazing and to allow the grass to reestablish itself. Thousands of acres of barren or nearly barren range land are being reseeded to speed range recovery. The restoration of the sod will greatly retard the run-off, thereby increasing percolation and the holding back of storm waters. Facilities have been constructed to spread storm waters over range areas. Thousands of check dams have been built on these projects. All of these devices play a part in controlling, near their source, waters which would otherwise increase the volume and damage of floods farther down the streams.

On many projects, impounding dams have been built for recreation, wildlife and similar purposes. In addition to accomplishing their primary purposes, most of these dams have considerable beneficial effects on flood control. In the range projects, hundreds of small dams have been constructed to impound storm water for the use of livestock. These are especially beneficial in controlling the flashy floods resulting from violent summer storms of short duration which often cause much damage in the Great Plains area. In one grazing project in Montana, a total of 500 such

stock water reservoirs will have been constructed when the development has been completed.

In the development of recreational areas in connection with land use projects, special attention is being given to proper and efficient sanitary installations. The recreational areas, because of their location, will essentially serve adjacent rural communities. By providing practical sanitary installations on these "demonstrational areas", it is believed that the farmer will be educated and encouraged to provide better sanitary conditions in and around his own rural dwelling, and that he will profit from the recreational facilities which he is permitted to enjoy.

Much has been accomplished in recent years by the cooperation of the States and the Federal government in stamping out typhoid fever through providing a better and safer source of water supply for municipalities throughout the country. Needless to say, little has been done for the rural dweller. Typhoid and hookworm diseases can be conquered to a great extent by demonstrating to the rural dweller a simple but practical and efficient method for the disposal of both household wastes and the wastes eliminated by man and animal. Bottom lands, which are often best suited to agriculture, also provide ideal breeding places for the malaria-carrying mosquito due to the existence of untreated lakes, swamps, and artificially impounded reservoirs. A long-time land use program will make possible proper malaria control, and will build a stronger and healthier rural population, better educated as to present day methods of health preservation, as well as of soil conservation.

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Workers in the general field of land utilization throughout the United States are beginning to find in the LAND POLICY CIRCULAR the opportunity to express their views on current developments in land policy, and to report interesting work with which they are in touch. Readers will notice the increased number of original signed articles which the CIRCULAR is presenting. The editors welcome manuscripts on subjects related to land policy from workers in any agency of the government. There is a wealth of material, as yet untouched, in the field activities of many State and Federal agencies, which would form the basis of articles of interest to readers of the CIRCULAR. Please address manuscripts to the LAND POLICY CIRCULAR, Land Utilization Division, Resettlement Administration, Washington, D.C.

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THE COORDINATED PROGRAM FOR THE SOUTHERN HIGH PLAINS

By
John Dreier

The recently announced plan of Secretary Wallace for the coordination of the work of several divisions of the Department of Agriculture operating in the Southern High Plains region, marks another step forward in the development of a sound and workable program of land use in this area where drought and dust storms have produced such widespread poverty and damage to land resources.

Establishment of a formally recognized coordination of the work of the various branches of the U.S. Department of Agriculture, as well as of several State agencies, represents a logical development of the experience which these organizations have gained during their past three or four years of activity in combating wind erosion and drought. Each agency, including the Agricultural Adjustment Administration, the Extension Service, the Resettlement Administration, and the Soil Conservation Service, in proceeding along their specially appointed lines of work, have found that their efforts necessarily demanded close integration because of the direct inter-relationship of the various programs as applied to specific tracts of land. One of the first steps in the program launched in the southern plains region two years ago was the setting up of the Southern Great Plains Advisory Committee on Land Use Practices, which brought together the representatives of all Federal and State agencies actively interested in the agricultural welfare of the region.

Renewed dust storms this spring have emphasized that the problem of protective land use in the southern plains is still one of serious proportions. Some localities this year have enjoyed only three or four dustless days since January 1. Concern over the future welfare of the region has been expressed in grave terms by farmers and other residents who are ready to support all measures which will help achieve a stable economy for this potentially rich and productive area.

More than 100 counties in the States of Colorado, Kansas, New Mexico, Oklahoma and Texas are included in the area in which the Department's coordinated program is being undertaken. The land, it is generally recognized, is primarily suited to grazing use, yet during the 1920's, wheat raising became more and more widely practiced, with the result that more than 26 million, of the total

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ninety million acres, were in cultivated crops, according to the Census of 1935. Plowing of the grass sod, prevalence of high winds, and drought of the past five years, have damaged millions of acres of formerly good grazing land, while repeated crop failures have impoverished a large portion of the farm population. Rural relief rolls have grown steadily from year to year.

Naturally the first efforts of the governmental agencies toward meeting the problems of poverty and wind erosion in the southern plains were of an emergency character, designed to help farmers put a stop to the soil blowing, and to obtain the necessary credit with which to recoup their damaged resources. With the use of a special $2,000,000 fund, the Soil Conservation Service aided farmers in listing more than 6,000,000 acres of land subject to wind erosion. The treating of an additional 2,000,000 acres of farm land was made possible by the Agricultural Adjustment Administration's program, which agency is continuing this emergency work this season. The Resettlement Administration has made several thousand rehabilitation loans and grants to distressed farmers, involving a total of approximately $8,000,000.

At the same time, it became increasingly evident that some more far-reaching changes in land use were necessary in order to meet the long-time problems of the southern plains region. Even with the improved methods of tillage developed through the work of the Soil Conservation Service and encouraged by the Extension Service, it was recognized that about half of the land now in crops would have to be restored to grass cover if wind erosion were to be checked.

Basically the permanent rehabilitation program for the Southern Plains which is now going forward is directed towards a shift in the type of farming from wheat cultivation to a combination of crop and livestock production. In this manner, considerable areas of land now in crops will be restored to grass, and crop cultivation will be confined to those areas and tracts best suited to that use. For many farmers in the area this will mean a considerable change in methods of operation. For many it will also require additional land resources, for one of the outstanding problems to be overcome is the prevalence of numerous farms of 640 acres or less which cannot be adapted to a sound plan of use without additional acreage. It is generally considered that a minimum of 1,500 acres should be included in a successful farm for the southern plains area. A large part of this acreage would be used for range, and varying percentages devoted to feed crops and cash crop production.

Guidance of the rehabilitation loan program and the Agricultural Adjustment activities to encourage this shift in type

of farming will be one of the outstanding features of the coordinated program of the Department. Already, for example, the Resettlement Administration is making certain changes in its rehabilitation loan policy in order to promote a change towards less wheat farming in the drier areas.

Of utmost importance in securing better treatment of farm land, however, is the development of soil conservation districts in each State. Each of the States included in the area have already passed wind erosion or soil conservation district laws patterned after the model State Soil Conservation Districts law suggested by the Department of Agriculture. Under these laws, local farmers within a given area are empowered to enforce soil conservation measures upon all landowners, after a specially held election has determined that a majority of land occupiers is in favor of such protective action. One of the most pressing jobs for the Coordinator of this program is to help the States set up the necessary local machinery for the realization of the objectives of the soil conservation laws.

The procedure embodied in the soil conservation district laws is favored both by local people and by Federal agencies for two reasons. In the first place, it provides a method of coping with the menace of wind erosion that is far more effective than any other method yet devised. In the second place, it is essentially a democratic process, based upon the majority rule of the land operators who are most directly concerned with the wind erosion problem. It makes it possible for local people to avail themselves of the technical facilities which Federal agencies, such as the Department of Agriculture, afford, and to put the ideas of technicians to their best possible use.

There are certain shifts in land use which individuals and small communities cannot make for themselves, however. One of the important programs of this nature, for example, is the acquisition of additional land to make proper land use practices possible. In many areas there is an extremely complicated pattern of land ownership, consisting of publicly and privately owned tracts intermingled with abandoned homesteads and other lands over which no effective control is exercised. The purchase of selected tracts, and the reallocation of lands in accordance with the dictates of a sound land use plan is one element of the program in which the Federal government will have to play a leading role. Steps toward this end have already been taken through the land utilization projects of the Resettlement Administration.

Much of the basic planning of land use adjustments has already been initiated through the land planning activities of the

Resettlement Administration. In addition to studying the overall picture of the area, several detailed county planning programs have been undertaken which will result in specific plans for gradual shifts in land use over a period of several years. Basic plans of this nature will act as the charts with which to guide the whole coordinated program for the Southern Plains region.

In the development of these plans, the views of local people have played an important part. Farmers and stockmen in the various counties have cooperated with enthusiasm in the analysis of their problems, and in the formulation of plans of adjustment which will achieve the desired stabilization of agricultural operations. This cooperative spirit on the part of local people evidenced in community meetings organized with the help of the Extension Service is among the most encouraging aspects of the situation in the Great Plains, and one which augurs well for the ultimate success of this important program.

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PROBLEMS OF THE UPPER RIO GRANDE

By
M.M. Kelso

An interesting example of the problems created by the impact of a modern industrial economy upon a primitive community of subsistence farmers is found in the present condition among the Indian and Spanish-American people of the upper Rio Grande Valley. Through the joint action of the Secretary of the Interior and the Secretary of Agriculture, an inter-departmental committee was appointed to assemble material on land use conditions in this Valley, and to draw up recommendations for methods of improving the use of land in order to rehabilitate a large population which has suffered from increasing poverty.

The area examined by this Committee includes a small portion of southern Colorado where the headwaters of the Rio Grande River rise, and extends south through the west-central part of New Mexico as far as the Elephant Butte Reservoir.

For several hundred years prior to the annexation of this territory by the United States, the Rio Grande Valley had supported a growing population of Pueblo Indians and Spanish Americans. These people had practiced a simple economy based upon a combination of farming and grazing. Crop cultivation was carried out on relatively small areas of land close to the villages. The surrounding areas of unappropriated land were used for grazing of cattle, sheep, and goats.

Agriculture, particularly insofar as crop cultivation was concerned, was for these primitive peasant communities largely a matter of subsistence farming. Yet as time went on, and their numbers grew, they gradually put to use all of the land resources capable of serving either as crop land or range.

Shortly after the Civil War and during the latter part of the 19th century, the simple peasant economy of the Indians and Spanish Americans was gradually disrupted by the introduction of American agriculture and industry. Large portions of the public domain land, over which the earlier peoples had allowed their flocks and herds to roam, were taken up by homesteaders and large cattle outfits. Unfamiliar with American customs, and speaking a foreign

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language, the original occupants of this territory -- although the Spanish Americans were granted full citizenship -- were unable to protect their interests and adapt their traditional methods of life and work to the new conditions of American development.

Gradually their necessary land resources were taken away from the Indian and Spanish-American people. This came about not only by the appropriation of public domain land over which the peasant people had never exercised any legal ownership, but also by the development of a more costly form of agriculture to which the simpler people could not adapt themselves.

Irrigation projects introduced by white settlers, for example, affected the irrigated farm lands of the Indians and Spanish-Americans partly by the diverting of waters, and partly by imposing irrigation costs which they were unable to meet. Their simpler methods of farming did not enable them to operate on a sufficiently intensive scale to justify heavy costs such as were borne by many white farms. Undoubtedly unwise irrigation development affected these original settlers, just as it has impoverished thousands of later American settlers in the arid parts of the West.

Development of the area by American interests, however, opened up new sources of income which were taken advantage of, particularly by the Spanish-American people. As the opportunity for maintaining themselves satisfactorily through agriculture dwindled, thousands of Spanish-Americans, popularly known as Mexicans even though they are the oldest American citizens of this area, sought part-time employment in other types of work. Some took jobs on ranches and farms. Others migrated long distances to work in sugar beet fields in Colorado, Montana, and other distant points. Yet few of them permanently left their original homes, returning each year in the fall to spend the winter in their native villages. Although this employment provided them with cash income which served them well during the years while it lasted, it also discouraged any attempts these people might have made to protect their agricultural interests and build up their agriculture upon a more stable and modern basis.

Even before the depression, for causes not fully known, the opportunities for employment for these people began to dwindle. This process was, of course, accelerated during the depression, with the result that a large proportion of the original inhabitants of the Upper Rio Grande Valley, already deprived of much of their land, also lost the new source of income on which they had grown to depend. Increasing poverty has been the inevitable result of this loss of land resources and jobs.

At the present time the need for rehabilitation of these people is serious. Several Federal agencies now own land in the Upper Rio Grande Valley, and one major purpose of the Committee appointed by the Secretaries of Interior and Agriculture is to formulate a plan whereby the public holdings of these various Federal agencies can be utilized in this rehabilitation work. The Federal bureaus represented are: General Land Office, Division of Grazing Control, and the Office of Indian Affairs from the Department of Interior; Forest Service, Resettlement Administration, and the Soil Conservation Service from the Department of Agriculture. The policy enunciated by the two Secretaries in establishing this Committee reads as follows:

> "That insofar as possible the Federal-owned lands shall be used first of all to enable the permanent subsistence-seeking populations to make a tolerable living without dependence on a Federal dole. The group would not merely accumulate facts, it would devise recommendations whether as to administrative policy or as to changes in the law governing the use of public lands in the area."

In assembling data on which to base its conclusions, the Committee has drawn from the intensive material already available in the files of the participating agencies. In addition, those members of the Committee who are officially stationed in the Upper Rio Grande area have been requested to gather certain additional field data concerning the present condition of the population and the availability of additional resources upon which they can depend.

It early became apparent to the Committee that the reallocation of use rights on Federally owned lands in the area would not alone solve the problem of this large population of Indians and Spanish-Americans. Other methods are necessary, and therefore a study has been launched to determine the feasibility of making additional irrigable lands available to these people.

Through its submarginal land purchase projects, the Resettlement Administration recently acquired extensive areas in the Upper Rio Grande watershed, and when the inter-departmental Committee first met, no final plan for the use of this land had been perfected. Accordingly, a special sub-committee of the inter-departmental group was appointed to draw up recommendations for the issuance of cropping and grazing permits on lands purchased by the Resettlement Administration, in order that these areas might immediately begin to help in the long-term rehabilitation of the families resident in this area. These recommendations have now

been made to the Resettlement Administration.

The Committee expects to reconvene shortly to consider the material which is now being assembled in the field and elsewhere, and expects to complete its study and make formal recommendations for a comprehensive program by the end of the summer.

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ENCOURAGEMENT OF FARM HOME OWNERSHIP
Its Place in a Well-Rounded Tenancy Program

By
J.A. Baker

Through a complex of circumstances inherent in the structure of our national economic system, agriculture has been forced to develop types of organization and production which, in many instances, have proved incapable of supporting adequate family living standards, or of developing strong rural social institutions, and which have failed to encourage efforts toward soil conservation. Although the picture varies in different parts of the Nation, the tenant farmer is, on the whole, faced with more serious manifestations of these unfavorable conditions than is the owner farmer.

Vast strides have been made during the past five years in relieving the farm population of these handicaps. In attempts to raise farm family income, the benefits in many cases, however, have reverted to the landlords without much change in the economic status of the tenants. In other areas, action agencies have found that existing laws and customs regulating landlord and tenant relationships set up almost insurmountable barriers to the achievement of soil conservation through an adjustment in land use. The Report of the President's Committee on Farm Tenancy stated the problem in this way: "American agriculture is faced with a double problem. On the one hand, its situation requires sustained action to obtain a share of the national income sufficient to recompense the farm population for its product while maintaining the fertility of the soil. On the other hand, its situation requires sustained action to regulate land tenure so that an adequate share of the agricultural income goes to the people who actually till the land."

These objectives for a program of action for regulating land tenure require a broad approach. Many suggestions for the solution of these problems have advocated the substitution of owner operation of farms for tenant operation. A typical suggestion of this kind is that made by the Arkansas State Policy Committee in its report on agricultural labor conditions in Arkansas: "...We recommend that immediate and drastic steps be taken to make home owners out of as many of these tenant farmers as the government is able to finance. We believe that the best and simplest solution for tenancy is to put a tenant on his own farm...It puts the tenant where he ultimately hopes to be."

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To this viewpoint some such rejoinder as the following has been made: "Most of us for so long have assumed that the agricultural ladder leans up that we have considered the chief tenure problem to be tenancy, and its final solution to be ownership. The problem, thusly considered, is how to make owners out of tenants...The technique for effecting the change is by swapping off one set of liabilities for another, which does also change a tenant's legal relationship to the land, but not necessarily his economic status, and therefore his welfare.

"The problem, therefore, is not how to change the statistical position of farmers in the census publications, but how to improve their economic status, i.e., increase their equities in land and equipment. If all tenant farmers in the South today were made encumbered owners tomorrow, they would not be necessarily better off." 1/ "Anyone can see that ownership provides a certain incentive; but anyone can also see that a man is better off to occupy land he does not own, provided the terms on which he can keep it are less onerous than purchase, and also provided his possession is just as secure... Neither [ownership nor tenancy] yields security, efficiency, nor conservation. But both might if they were informed. Setting out to abolish one in favor of the other merely avoids the deeper issue." 2/

It is this "deeper issue" ,the real causes of rural poverty which should be attacked in any action program. In attacking this deeper issue, let us also bear well in mind what the objective of a farm tenancy program is to be. First of all, it is to help the individual farmer attain a security in the occupancy and use of his land which will enable him to stabilize his operations, and to conserve and improve his soil. In the second place, it is to create a more permanent and socially desirable rural community, and much can be done toward this end by improving the conditions of tenancy in order to give the farm tenant the security which he now lacks.

It is very true that encouragement of farm home ownership represents only a part of a well-rounded program. But in the zeal of pointing out its weakness as a sole palliative, its usefulness as a supplementary vehicle for betterment should not be forgotten. Most of the arguments emphasizing the irrelevancy or the inapplicability of a farm home ownership program have fallen into one or both of two errors. In the first place, it is inconsequential to point out that private ownership of farm land in the form in

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1/ Wiley, C.A. "Tenure Problems and Research Needs in the South". JOURNAL OF FARM ECONOMICS. 19:129. Feb. 1937.

2/ Tugwell, R.G. "Behind the Farm Problem: Rural Poverty". NEW YORK TIMES MAGAZINE. Jan. 10, 1937.

which we have known it in the past has failed to achieve security and satisfactory living standards. The inauguration of an ownership program does not necessarily presume that ownership in its present form will be sanctioned. The idea envisaged is an improved ownership which is first of all a secure form of tenure, and does not possess the weaknesses which beset the present institution.

In the second place, those who have opposed programs to help tenants become farm owners fail to recognize that the institution of farm tenancy as we have known it in this country possesses in the main fewer attributes for a permanent and prosperous agriculture than does ownership.

Although we do not believe it to be true, let us accept for a moment the argument that farm tenancy as such is not the problem, that "as a matter of fact, there is no more wrong with tenancy than there is with ownership in this country." 3/ Let us merely examine the contributions which a direct program for increasing farm home ownership can make toward attacking the "deeper issue".

The laws and customs which regulate farm leasing agreements are strongly entrenched. In many parts of the country the tenant class is greatly handicapped by social and political stigma. Customs can be changed but only by a process of slow evolution. Laws and legal principles governing the relationship between landlords and their tenants are deeply interwoven in the status quo of State legal systems. In the light of any likely revision of the doctrine of States' rights, the regulation of farm leases will probably remain subject to State legislatures. Moreover, it is not altogether a clear case that this should not continue to be true. The making of the majority of landlord and tenant laws should and likely will remain a local prerogative.

But as a local prerogative, the change in principles of landlord and tenant relations will be bound by the inertia of custom and the mysticism of legal structure. Although the conditions in the present system are obviously inimical to the prosperity of both landlords and tenants, the inertia toward social change is likely to cause sluggishness in State action. A public program of helping tenants to become farm owners would have a tendency toward stimulating the improvement of relations between landlords and tenants, assuming, of course, that the program initiated will have sufficient magnitude to enable a considerable number of present tenants to become owners.

This tendency would result from the added strength that

3/ Tugwell. Op. cit.

increased opportunity for farm ownership would give to the bargaining power of the tenant. With ownership easier, prospective tenants would be likely to demand a more secure possession of the rented farm. Moreover, landlords seeking to preserve tenancy would be more lenient in the lease covenants, and would likewise be more tractable to changes in laws regulating tenant relations. Increased opportunity for tenants to become owners would give them an added feeling of security and a better attitude toward the land. With an active program allowing the better tenants to become owners, the attitudes of the people generally and of legislators in particular would be slowly changed, and with the process of gaining ownership subject to less onerous conditions, the terms of tenancy would, in the interest of self-preservation, become less onerous, and vested interests would become more active for reform measures.

A direct program for encouraging farm home ownership would not only tend to stimulate improved landlord and tenant relationships, but would also provide an entering wedge in the improvement of the present institution of ownership.

Without going into the full details at this point, it may be said that our improved type of farm ownership must be first of all a secure form of tenure. It must be in some way protected against the vicissitudes of speculation, either by individuals or in the form of major land booms brought on by the community at large. It must be sufficiently secure to promote conservation of the soil and other land resources by the individual owner. It must be based upon fair land values, not upon high land prices brought on by a temporary growth in the demand for farms.

An improved system of land ownership will be worked out not only with reference to the rights of individuals, but also with due regard for the public welfare. Although in the past it has been believed that untrammeled private ownership of farm land is automatically conducive to social welfare, a brief view of agricultural history is sufficient to point out that our ideals have obscured our vision of actuality.

A program for increasing farm home ownership provides a vehicle by which a redefinition of property rights in farm land may be inaugurated. On that farm land directly touched by the action program, an improved system of land holding can be established. This contribution of a farm home ownership program will, of course, be greater under certain methods of procedure than others. Particularly if farms are taken into public ownership before being reassigned to the beneficiaries of the program, there is an excellent opportunity to set up holdings of agricultural land under the tenure arrangements which seem most desirable. Indirectly, the new

types of holdings set up under such a program will have tremendous educational value. The new is mysterious, and the mysterious often engenders fear as well as curiosity. As the policy is carried out and as the new tenure arrangements are publicly accepted, the mystery will wear away, and as it disappears and everyday contacts develop courage, attitudes will change. Police power restrictions on land use will consequently seem less dangerous; the net effect will be a sounder attitude toward property rights.

Even accepting that farm tenancy is not in itself any worse than farm ownership as we have known it, a farm home ownership program can make two valuable contributions to American tenure arrangements, and can operate through them on soil conservation and rural poverty. But as pointed out above, a comparison of farm tenancy with farm ownership, even as each now exists, indicates that farm tenants, in the main, have lower standards of living and are poorer soil conservers than are owner farmers. Just why this should be is not entirely clear; the problem does not present itself for complete explanation. A partial explanation lies in the present form of relationships, and the lack of common motive, between landlord and tenant. Share leasing agreements, which are by far the most common, are most conveniently executed when a large part of the acreage of the farm is used for the production of staple commodities which are easily divided and sold. Under our present tenancy system, moreover, improvements made by tenants usually revert to the owners; and improvements made by the landlords are subject to the risk of rapid deterioration due to careless tenants. Again, it has been to the immediate interest of Southern landlords to insure that tenants spend little time in providing a garden and livestock products for themselves.

For the better tenants of the country and of the South in particular, a direct program of aiding tenant farmers to become the owners of the land they operate represents a step which will give them freedom from close control and direct supervision by landlords who direct such control measures for their own profit. Insofar as ownership does represent a step ahead for the persons directly affected, the attainment of that objective has a real place in a well-rounded agricultural program.

Through both the improvement in the status of those farm families directly touched by its activity, and the indirect influence on the characteristics of ownership and tenancy, an action program aimed at "changing the statistical position" of farm operators from tenants to owners has a definite contribution along with those of other activities designed to "do something about tenancy".

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B O O K R E V I E W S

MIGRATION AND ECONOMIC OPPORTUNITY. The Report of the Study of Population Redistribution. Carter Goodrich and others. University of Pennsylvania Press, 1936. (763 pp. $5.00) Philadelphia, Pa.

Reviewed by Davis McEntire

MIGRATION AND ECONOMIC OPPORTUNITY is the report of the Study of Population Redistribution, a project initiated in 1934 by the Social Science Research Council and supported by a grant from the Rockefeller Foundation. Fourteen authors have contributed to the Report, principally Carter Goodrich, director of the study, Bushrod W. Allin, C. Warren Thornthwaite, Hermann K. Brunck, Frederick G. Tryon, Daniel B. Creamer, Rupert B. Vance, and Marion Hayes.

The Study was commissioned to consider "what movements of population within the United States might be necessary or desirable, and what part, if any, the Government should take in guiding them." The criterion applied to population settlement is economic opportunity. "Where can the people find support? If men and women are out of work can they hope to find employment by migration? If their living is precarious, would they be more secure in other locations?"

The authors recognize at the outset that migration is no cure for the infirmities of the economic system. It is a necessary instrument of adjustment to changing economic conditions, but the direction which migration should take depends on whether future economic change will be in the direction of enhanced or restricted opportunities for livelihood. The study assumes "a large measure of recovery of general business activity." On this assumption, the authors attempt to forecast the probable future distribution of economic opportunity, and to determine what changes in the present distribution of the population are desirable in view of the anticipated future location of opportunities.

It is obvious that the future location of economic opportunities is dependent upon a multitude of variables -- the future course of depletion and development of natural resources, discoveries and inventions, changing markets, and changing techniques of production. With so many unpredictable factors to deal with, it is not to be expected that the authors could reach very definite

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conclusions. They have, nevertheless, carefully explored the present trends in production and employment, and it will be difficult to contest their major analysis and the conclusions to which it leads.

The authors approach their problem through a nation-wide comparison of the present economic status of various parts of the country. The measures used to indicate differences in economic levels are: gross farm income per rural farm inhabitant in 1929; combined percentages of income tax returns, telephones, and radios to population; wages, income, and retail sales; and percentage of persons on relief. On the basis of these comparisons, four major areas of extreme poverty were selected for closer analysis to determine the extent to which migration might be desirable or necessary in order to bring the economic level of these areas closer to the national average. Few economists will question the study's designation of the Southern Appalachians, the Old Cotton Belt, the Cut-over Region of the Great Lakes, and the Great Plains as the outstanding "problem" areas of the country.

In the judgment of the reviewer, the discussion of these problem areas is the best which has so far appeared. While there is little if any new material, the authors have examined all of the relevant literature, and have brought together a great deal of information from various sources, seldom before considered in relationship. The analysis of each area considers the development, present status, and prospects of the agricultural, mineral, and forest resources, past and present trends in manufacturing, the factors making for progress and decline in each of the major lines of employment, and past and present trends in migration. In each case the conclusion is reached that the area is over-populated in relation to resources, and extensive migration is a necessary condition to economic adjustment. The estimate is made that not less than three and a half million people, and preferably a much larger number, should migrate from the four areas.

With regard to resource distribution, the study examines briefly past and present trends in discovery, transportation, technological progress, and depletion, and appraises their significance in changing the distribution of resources and consequent implications for migration. It foresees no radical change in the sources of raw materials or power, but large population movements are predicted as a consequence of resource depletion. In some cases, eventual migration on a large scale will be forced by exhaustion of resources; in other cases, migration is essential to prevent destruction of land resources through erosion.

The factors of change in the pattern of industrial location are approached through (1) analysis of statistical trends

in the number and location of wage jobs since 1899, and (2) more detailed treatment of locational factors in 49 selected industries. The analysis gives small comfort to advocates of industrial decentralization. In the mineral industries, the study finds the main trends are toward concentration with greater production but fewer mines. In manufacturing, the locational pattern is shown to have undergone little change in the past 30 years. There is a marked tendency toward diffusion from urban centers into metropolitan peripheries, but small likelihood of any widespread scattering of industry into rural areas and small towns.

An appraisal of the prospects for employment in various regions and in different types of communities is followed by an analysis of factors affecting the demand for labor in the various fields of economic activity. The effects of mechanization and other factors making for displacement of labor are emphasized, and the authors find little reason for expecting that reabsorption of displaced labor will proceed any more rapidly than in the past. No prospect is seen for greatly increased employment in agriculture, extractive industries, manufacturing, or transportation, although if total purchasing power were increased, certain highly fabricated lines of manufacturing would require more workers. It is in a wide range of non-material services that the study finds the best prospects for continuously increasing employment. Obviously, however, the validity of this conclusion depends upon steadily rising incomes for the mass of people. Thus, the ultimate issue is one of economic organization to secure a full run on our resources. Into this question the study does not enter, but relies on its initial assumption that "the economic system, by one means or another can be brought to resume the advance in total production..."

In view of the observed trends in resource distribution, industrial location, and demand for labor, the study concludes that the general flow of migration should be away from the South and out of agriculture; that future chances of employment are better in urban and industrial areas, particularly in their expanding peripheries, than in small towns and rural districts; and that the best prospects for expansion in employment are in certain branches of consumer goods manufacture and in the services.

Having thus developed the argument for migration as a necessary means of adjustment in dynamic economy, the study turns to questions of public policy in guiding population movements. The record of past migration is briefly reviewed, and the conclusion reached that unguided migration has been sufficiently imperfect to justify some degree of intelligent public guidance. Another chapter reviews the experience of Russia, Germany, and England in efforts to guide migration.

Persons who have been associated with the land utilization and resettlement programs of the present Administration, as well as students of the general problem, will be particularly interested in the study's appraisal of recent American measures. Most of the discussion here centers on the land programs and the planned communities (Subsistence Homesteads, Rural Industries Communities, and Suburban Resettlement projects). With regard to the land program, the study approves of the retirement of poor land from cultivation as a means of correcting past mistakes in land use, but finds that public purchase of submarginal land, even with resettlement of the resident families, can contribute little to solving the population problem of the poor areas.

The location of many part-time industrial communities by the Subsistence Homesteads Division and the FERA in remote places is severely criticized, and justly so, if the major analysis of the study is correct. Even if industries can be induced to move to the communities, which is doubtful, "the result may be to reproduce in these new localities some of the elements so often associated with isolated mining patches or industrial villages belonging to a single company." The danger of excessive dependence on a single employer is accentuated by ownership of a home and a part-time farm. The study suggests that future communities of this type should be established in places where diversified employment now exists rather than where it is merely hoped for. Except in the case of farm-forest communities, this points toward settlements on the peripheries of urban industrial centers. In this respect, the four suburban communities of the Resettlement Administration are regarded as "the most soundly based of all the Government's communities."

In summary, while the complexity of so many of the factors with which this study deals, and the lack of adequate data, do not permit a high degree of certainty in the forecast of the future distribution of economic opportunity, the authors make out a strong case for continued and extensive migration. Their careful analysis should dispel much of the current foggy thinking about industrial decentralization, part-time farming, and back-to-the-land movements.

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PUBLICATION NOTES

Unless otherwise indicated, the Resettlement Administration cannot supply copies of any of the publications listed below.

"Local Self-Government and the State". Carl E. McCombs. NATIONAL MUNICIPAL REVIEW. XXVI (4) 168. April 1937.

This article, dealing with readjustment of local governmental units to the real purposes of self-government, also stresses the importance of fundamental research in land use. The study of the New York State Commission for Revision of the Tax Laws, 1933, relating to zoning for local government in that State is cited as a beginning in that direction. For the sparsely-settled forest area, this study proposed the elimination of local government, and administration of public services by the State, along the lines of such a plan in the forest regions of Maine. For other zones, it was proposed that local self-governments adapted to the needs and resources of the population be created through laws setting up optional forms of local government.

"Development of Satisfactory Units of School Administration". Alonzo G. Grace. NATIONAL MUNICIPAL REVIEW. XXVI (4) 164. April 1937.

In considering criteria for determination of the size and extent of the larger administrative units, the following factors are listed: educational adequacy, fiscal competence, administrative efficiency, local initiative and interest, demographic inclusiveness, facility of transportation, and flexibility. Of interest from the land use planning point of view is the emphasis upon land classification in planning a program. The lack of real fiscal resources in areas of rural decline, including areas unsuited for agricultural purposes, is of prime importance in considering the establishment or reorganization of school districts.

"O, Bury Me Not, or the Bison Avenged". Paul B. Sears. NEW REPUBLIC. LXXXXI (1171) 7. May 12, 1937.

Mr. Sears, the author of DESERTS ON THE MARCH, writes again briefly of the so-called "Dust Bowl", and examines the attempts which have been made in the past to correct the difficulties in the region, and also the recent positive efforts put forth to solve the problem permanently. "Since 1878 we have chosen to ignore

the advice of men who knew this problem. Today we have come to what looks like our last opportunity to take advantage of these repeated warnings", he concludes.

"Correlation of Soil Erosion and Tax Delinquency in the Piedmont Area of South Carolina". Brice M. Latham, U.S.D.A. Soil Conservation Service, Washington, D.C. July 1936. (SCS-RB-1).

Data from a survey covering the period 1928-32 gathered for specified school districts in 13 Piedmont counties of South Carolina indicate that there is a positive and significant correlation between soil erosion and tax delinquency there.

"State Planning: Programs and Accomplishments". National Resources Committee, December 1936. (Supt. of Documents - 25 cents).

The establishment of 47 State planning boards, a number of regional planning agencies and the National Resources Committee has provided planning agencies at each level of government. The volume consists of statements by each planning agency, prepared by the boards themselves following the general outline suggested by the State research staff in the Washington office of the National Resources Committee.

"Public Works Planning". National Resources Committee, December 1936. (Supt. of Documents - 60 cents).

"Farm Organization and Management in Webster County". J.A. Hopkins. Iowa State College Bulletin 350, November 1936. (Ames, Iowa).

This bulletin was prepared in the hope that it might throw some light on the question of which types of farm organization are best adapted to utilization of the land and other farm resources in Webster county, which management methods are most successful, and what are the principal management and organization faults in the area.

"Columbia Gorge Conservation and Development". Pacific Northwest Regional Planning Commission, Portland, Oregon, January 1937.

The Gorge of the Columbia has been made the subject of major change by the building of the Bonneville Navigation and Power Project. An immediate question, which this study attempts to answer is how to insure preservation of the ruggedly magnificent scenic character and recreational distinction of this famous Gorge.

"The People of the Drought States". Conrad Taeuber and C.C. Taylor. Works Progress Administration, Division of Social Research, Research Bulletin Series V, No. 2, March 1937 (W.P.A. Wash., D.C.)

This is the second of a series of three bulletins devoted to the problems of the areas of intense drought distress. The first outlined the area which has been most severely affected by recent droughts. This bulletin shows how the uncontrolled settlement of the area led to numerous adjustment problems between the people and the natural resources; it shows also that there has been much movement of people in the area. The third bulletin will deal with efforts to relieve distress during recent years.

"An Economic Study of Land Utilization in Chenango County, New York". H.S. Tyler. Cornell Bulletin 654, August 1936. (Ithaca, New York).

This is the 6th land utilization study to be completed in New York State, those on Tompkins, Montgomery, Chemung, Broome and Tioga having been reported on earlier in this CIRCULAR. This and earlier studies include a classification of land according to intensity of present and probable future uses, a study of the economic value of different land classes and soil types, and the preparation of suggested road and electric programs for the intensive development of land likely to remain in agriculture permanently.

"Report of the Inquiry on Cooperative Enterprise in Europe, 1937". Washington, D. C. 1937. (Superintendent of Documents - 65 cents).

The committee making this inquiry was composed of Messrs. Jacob Baker, Leland Olds, Charles E. Stuart, Robin Hood, Clifford Gregory, and Miss Emily C. Bates. The report is based upon the two and a half months work in Europe, and a considerable examination and analysis of a large quantity of printed informational and statistical material brought from the countries visited. The inquiry was directed to the following matters: how European cooperatives work; their origin, history and growth; consumer policies; labor policies; how they differ from private business and from governmental enterprise; political attitides; relations with and effects upon government, agriculture and private business; their influence upon the national economy. "Consumer cooperation", it is observed by one of the committee, "is not a highway to Utopia. It developed in Europe because it served an economic need. It will develop in the United States to the extent that it can serve an economic need."

MOISTURE AND FARMING IN SOUTH AFRICA. W.R. Thompson. South African Agriculture Series, Central News Agency, Johannesburg. 1937.

This book gives a comprehensive survey of the factors affecting the moisture supplies of South African farming, about which much erroneous speculation is current, and shows that the proper utilization of South African land can never be brought about unless rainfall and its dissipation is thoroughly studied.

"Conservation of the Western Range". An Outline of the 1937 Range Program in the Western Region. U.S.D.A. AAA, Regional Information Series Leaflet WR-103. April 1937. (Supt. of Documents.)

Improvement and conservation of the Western range lands is one of the objectives of the 1937 agricultural conservation program. Because much of this land has no use other than for grazing, its preservation as an agricultural resource is of vital local and national concern.

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